



City of Richmond
Urban Development Division

Report to Committee


To: Public Works and Transportation Committee **Date:** December 4, 2003
From: Terry Crowe, Manager, Policy Planning **File:**
Re: **Review Of Lane Standards**


Staff Recommendation

That, as per the report dated December 4, 2003, from the Manager of Policy Planning; Manager, Engineering Design; and Manager, Transportation Planning, Option1 - Quick Review of Lane Standards, be approved.


Terry Crowe, Manager,
Policy Planning


Robert Gonzalez, Manager
Engineering Design


For Victor Wei, Manager
Transportation Planning

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Development Applications.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Finance	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

Staff Report

Origin

On November 19, 2003, the General Purposes Committee directed staff as follows:

1. That staff report to the Public Works & Transportation Committee with respect to the feasibility of holding a design charette with various community groups to determine if there was a different way of dealing with lanes.
2. The question on the motion was not called, as discussion continued on the issue of sustainability and the negative impact to the environment which was created by lane construction.
3. Staff were further directed to develop a stakeholders' list (to participate in a design charette) for review by the Committee, and
4. to report to the December 17th, 2003 meeting of the Committee with a timeframe which would provide a work plan to address the lane issue with respect to sustainability and environmental issues.

Findings of Fact

Lane Policy

(1) Introduction

On August 27, 2001, Council approved a Lane Policy (see **Attachment 1**).

(2) Goal

- The purpose of the Lane Policy is to allow through traffic to move efficiently, in an unobstructed and safe manner, from one part of the City to another part, along arterial roadways by providing rear access to individual single properties thereby minimizing driveway conflicts.
- This is achieved by allowing smaller single family lot, as well as multi family development in the same block.

(3) Current Flexible Approach to Implementation of the Lane Policy

- Since the Lane Policy was adopted there have been two townhouse sites (10200 No.1 Road and 4191 Williams Road) that have developed without lanes as well as some smaller sites where a rear lane was not required. These were permitted because they still met all the principles of the Lane Policy.
- The current policy provides the main principles under which an alternative to a lane can be implemented, namely:
 - no additional access is to be created to an arterial road;
 - the access cannot impede the intended function of an arterial road; and
 - the access must be consistent with the anticipated form of development.
- Staff will continue to explore alternative options to the lane policy where possible.

Related Policies & Studies

The Lane Policy works in conjunction with the Arterial Road Redevelopment Policy which permits redevelopment (e.g., single family, multi family) along arterial roads, especially close to major shopping centres.

Analysis

(1) The Problem

The problem is that when single family lots subdivide along arterial roads they can create two or more lots and two or more driveways. If this occurs along both sides of an arterial road, the number of driveways can double. This result is not acceptable because traffic and safety objectives will be jeopardized due to:

- an increase in vehicles turning in and out, thereby increasing traffic and pedestrian conflicts
- traffic line back-ups on arterial road ways
- reduced pedestrian safety.

The City's considerations which led to the above referral include the:

- cost to developers
- cost to City
- need for alternatives to the existing lanes standards (e.g. width, pavement, curbs lighting)
- effect of lanes on sustainability
- location of lanes
- other.

Options

(1) Review Options

There are three Lane review options, namely:

- Option 1 – Quick Review of Existing Lane Standards (see **Attachment 2**)
- Option 2 – Explore New Lane Standards (see **Attachment 3**)
- Option 3 – Review of The Lane Policy and Lane Standards (see **Attachment 4**).

(2) Options Analysis

Option 1 – Quick Review of Existing Lane Standards (Recommended) (Attachment 2)

- This option would retain the Lane Policy and review only the current lane standards (e.g., pavement, the porosity of pavement, curbs, lighting) to determine lane sustainability, safety, cost, efficiency and effectiveness measures for the City and developers.
- This review would include discussions with the Urban Development Institute - Richmond Chapter and the Greater Vancouver Home Builders Association.

Pros

- retains the Lane Policy and benefits
- may identify alternative lane sustainability, safety, cost, efficiency and effectiveness standards for the City and developers
- may result in savings for the City and developers
- involves less City review time and review cost, relative to both other options
- no extra cost

Cons

- may jeopardized the goal and objective of the Lane Policy
- review will take time, (the least time of the 3 Options)
- will delay rezoning, engineering, transportation and policy work.

Option 2 –Explore New Lane Standards (Attachment 3)

- This option would retain the Lane Policy and review the current lane standards (e.g., pavement, the porosity of pavement, curbs, lighting) to determine lane sustainability, safety, cost, efficiency and effectiveness measures for the City and developers.
- This option would involve a review of other municipal standards as well as a design charette to explore other lane options that could incorporate sustainability principles.

Pros

- retains the Lane Policy and benefits
- may identify alternative lane sustainability, safety, cost, efficiency and effectiveness standards for the City and developers
- may result in savings for the City and developers
- involves less City review time and review cost, relative to Option 3.

Cons

- may jeopardized the goal and objective of the Lane Policy
- review will take time
- will delay rezoning, engineering, transportation and policy work.
- will cost money.

Option 3 – Review of The Lane Policy and Lane Standards (Attachment 4)

This option would review:

- the current Lane Policy to determine if it should apply and where it should apply, and
- the Lanes standards (e.g., pavement, the porosity of pavement, curbs, lighting) to determine possible lane sustainability, safety, cost, efficiency and effectiveness measures for the City and developers.

Pros

- may identify alternative ways to protect arterial roads
- may identify alternative lane sustainability, safety, cost, efficiency and effectiveness standards for the City and developers
- may result in savings for the City and developers
- involves more City review time and review cost, relative to Options 1 & 2.

Cons

- may jeopardized the goal and objective of the Lane Policy
- review will take more time
- will delay rezoning, engineering, transportation and policy work.
- will cost more money.
- may create uncertainties among developers as the Lane Policy was adopted and amended only recently

(3) List of Participants

All options would involve UDI and the Greater Vancouver Home Builders Association. Options 2 and 3 would also include universities, consultants and the community.

(4) Review Time and Cost

Staff recommend that the work identified in Options 2 and 3 be done with the assistance of a consultant to minimize delays to rezoning, engineering, transportation and policy work, to include additional expertise and to provide results more quickly.

Review Option	Time to Review	Cost of Review
Option 1 - Quick Review of Lane	Jan - Feb.	\$0
Option 2 - Detailed Review of Lane Standards	March - August 2004	\$30,000
Option 3 - Review Lane Policy and Standards	March - October 2004.	\$45,000

(5) Continuance of Service

The existing Lane Policy and standards will apply until they are changed by Council.

Financial Impact

For 2003 there are no available consulting dollars.

For 2004:

- to implement Options 2 or 3, proposed 2004 consulting work would need modification;
- any available consulting dollars will be known in March 2004
- if Council approves the dollars for this work Options 2 or 3 could begin in March 2004.

Conclusion

Staff have been directed to identify the implications for reviewing the City's Lane Policy and lane standards.

Staff recommend Option 1 - Quick Review of Lane Standards because this work can be done quickly with no extra cost.



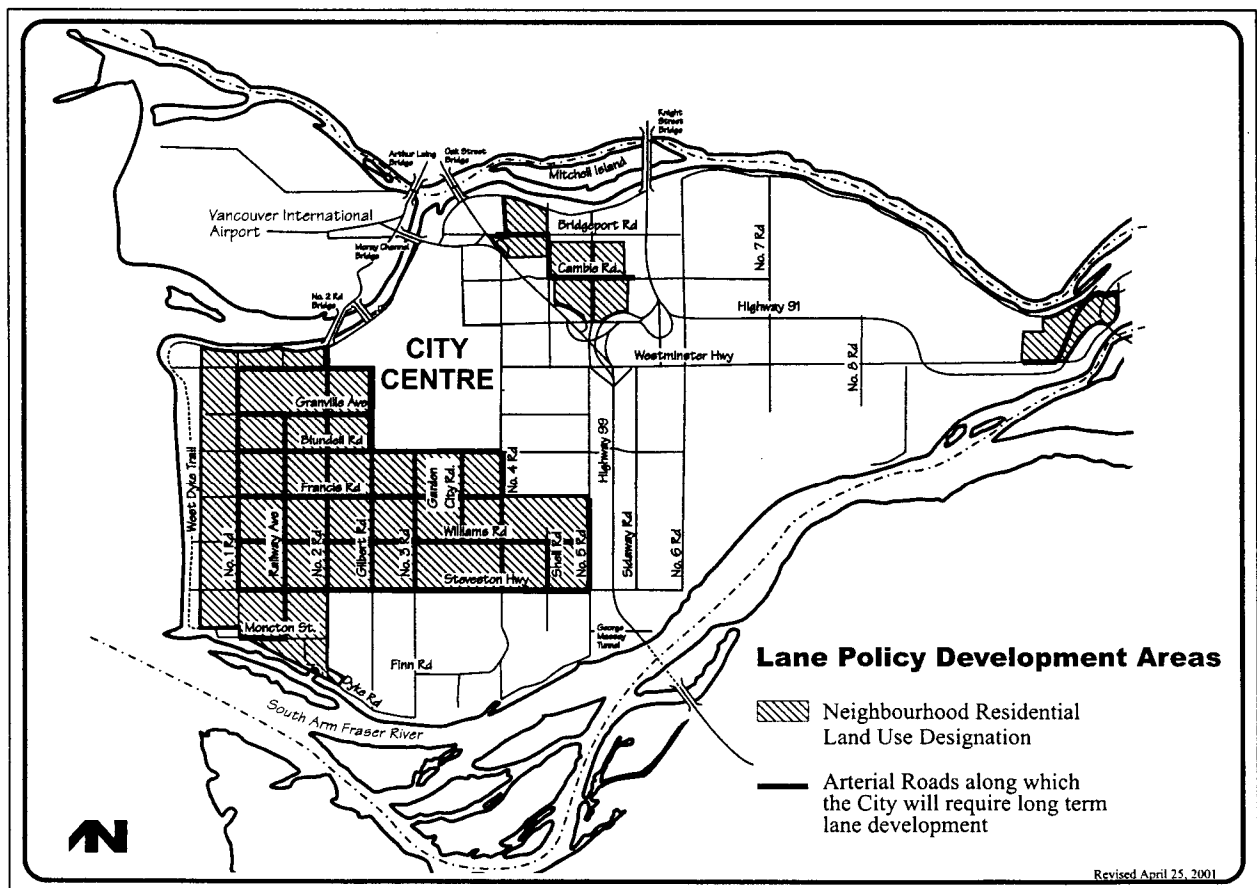
Terry Cröwe, Manager,
Policy Planning

Attachment 1**Lane Policy****POLICY 5038:**

It is Council policy that:

1. Where the City approves Rezoning, Development Permit and/or Subdivision applications for properties which:
 - a) are outside the City Centre;
 - b) are designated by the Official Community Plan as “Neighbourhood Residential”;
 - c) front a major arterial road, or local arterial road that is part of the Bike Network or Francis Road between No.1 and No.4 Roads; and
 - d) are illustrated generally on the attached map, “Lane Establishment Policy Development Areas”;the City requires the applicant to:
 - e) provide land (eg, dedicate) at the rear and/or side of the properties for a lane and/or mid-block lane access; and
 - f) pay for construction, to City standards, of such lane and/or mid-block lane access.
2. A lane required under Section 1 must not exit directly onto a major arterial road, unless:
 - a) a mid-block vehicular access is approved by the City and constructed to current standards; or
 - b) land is dedicated and funding provided for the future construction of a lane and in the interim a temporary, single-width, shared access driveway is provided for use by vehicles accessing only those parcels located directly adjacent to the driveway on the understanding that any garage(s) is to be located at the rear of such property, to ensure that the access to the arterial road can be closed when the lane is operational.
3. In order to implement the provisions of Section 1, restrictive covenants may be required as part of a rezoning application in order to:
 - a) increase rear-yard setbacks;
 - b) ensure that where fill is added to raise the property, vehicular access to the lane is maintained;
 - c) ensure that garages, if any, are located at the rear of the property in question; and/or
 - d) ensure that when the lane is operational, access to the arterial road is closed.
4. Exceptions to the policy, which would be determined with each application, include where:
 - a) there is a lane already built to City standards;
 - b) the property is less than 30m in depth;
 - c) there is, or the City approves, an alternate access, such as a frontage road, shared access, or internal road;

- d) Council authorizes an exemption through the rezoning or development permit process; or
 - e) the Subdivision Approving Officer authorizes an exemption through the subdivision process.
5. The main principles used by staff to determine the suitability of an alternate access referred to in clause c) of section 4 are that:
- (i) there are to be no additional accesses created to residential lots along arterial roads;
 - (ii) the proposed access will not impede the intended function of the arterial road; and
 - (iii) the type of access is consistent with the existing and/or anticipated form of development.
6. Notwithstanding the provisions of this policy, the City will continue to examine development applications in terms of meeting OCP objectives, Lot Size Policies, the Residential Lot Vehicular Access Regulation Bylaw and other requirements, standards and factors.



Attachment 2**OPTION 1 – QUICK REVIEW OF EXISTING LANE STANDARDS****Purpose**

To review alternatives to the existing lane standards

Participants

- City staff
- representatives from UDI, CHBA,

Work Program

Date	Work
Jan 2004	Getting Ready <ul style="list-style-type: none"> <input type="checkbox"/> work authorized <input type="checkbox"/> establish a City Staff Team <input type="checkbox"/> review the lane standards problems and opportunities <input type="checkbox"/> establish lane standards review criteria <input type="checkbox"/> draft preliminary alternatives <input type="checkbox"/> prepare information for meeting with UDI and GVHBA to discuss issues and alternatives <input type="checkbox"/> hold meeting
	Review Lane Standards
Feb	<ul style="list-style-type: none"> <input type="checkbox"/> synthesize information from meeting <input type="checkbox"/> draft report outlining alternative lane standards
March	<ul style="list-style-type: none"> <input type="checkbox"/> present report to Committee and Council

Cost - \$0

Attachment 3**OPTION 2 – EXPLORE NEW LANE STANDARDS****Purpose**

Explore new lane standards

Participants

- City staff
- A consultant (with community planning, engineering urban design and economic analysis skills)
- university representatives – (e.g., sustainability)
- representatives from UDI, CHBA, construction industry, other sectors.
- community open houses

Work Program

Date	Work
	Getting Ready
March 2004	<input type="checkbox"/> work authorized <input type="checkbox"/> dollars made available <input type="checkbox"/> establish a City Staff Team <input type="checkbox"/> prepare consultant proposal call <input type="checkbox"/> hire consultant
	Review Lane Standards
April	<input type="checkbox"/> review the lane standards problems and opportunities <input type="checkbox"/> establish lane standards review criteria <input type="checkbox"/> gather comparative lane policies from other municipalities <input type="checkbox"/> identify best practices for lane standards <input type="checkbox"/> prepare information for design charette
May	<input type="checkbox"/> hold design charette <ul style="list-style-type: none"> - identify alternative lane standards - cost findings <input type="checkbox"/> synthesize all information from charette, best practices and other municipalities <input type="checkbox"/> draft report – lane standards
	Consultation
June	<input type="checkbox"/> consult with development community - meetings <input type="checkbox"/> consult with community – open houses
July	<input type="checkbox"/> finalize report <input type="checkbox"/> present report to Committee <input type="checkbox"/> present report to Council
August	<input type="checkbox"/> public hearing if necessary

Cost - \$30,000

Attachment 4

OPTION 3 – REVIEW THE LANE POLICY AND LANE STANDARDS

Purpose

To review alternatives to:

- the Lane Policy, and
- lane standards

Participants

- City staff
- a consultant (with community planning, engineering urban design and economic analysis skills)
- university representatives – (e.g., sustainability)
- representatives from UDI, CHBA, construction industry, other sectors.
- community open houses

Work Program

Date	Work
	Getting Ready
March 2004	<input type="checkbox"/> work authorized <input type="checkbox"/> dollars made available <input type="checkbox"/> establish a City Staff Team <input type="checkbox"/> prepare consultant proposal call <input type="checkbox"/> hire consultant
	Review Lane Policy and Standards
April	<input type="checkbox"/> review the Richmond development, arterial road and lane issues, problems and opportunities <input type="checkbox"/> establish for the review of the Lane Policy and standards, goals, objectives and criteria <input type="checkbox"/> gather and compare other municipalities' lane policies and standards <input type="checkbox"/> identify current best practices: <ul style="list-style-type: none"> - with lanes, and - without lanes <input type="checkbox"/> prepare information for design charrette
	Design Charrette
May	<input type="checkbox"/> hold design charrette <ul style="list-style-type: none"> - lane policy option - lane standard alternative - cost findings <input type="checkbox"/> synthesize all information from charrette, best practices and other municipalities
June	Identify possible Lane Policy and Standards
	Where in Richmond
	Standards
	<input type="checkbox"/> With lanes <input type="checkbox"/> Without lanes
	Consultation
July	<input type="checkbox"/> draft report <input type="checkbox"/> Planning / Public Works Committee review <input type="checkbox"/> Council reviews draft report
August	<input type="checkbox"/> consult with development community - meetings <input type="checkbox"/> consult with community – open houses
September	<input type="checkbox"/> finalize report <input type="checkbox"/> present report to Committee <input type="checkbox"/> present report to Council
October	<input type="checkbox"/> public hearing if necessary

Cost - \$45,000